
**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 16 October 2013

Subject: Update on Community Budgets and Troubled Families

Report of: Geoff Little, Deputy Chief Executive (Performance)

Summary

This paper sets out for comment the progress the Council and its partners are making in turning round the lives of troubled families. Specifically, it sets out progress on:

- The roll out of the Troubled Families model across the city (Phase 3)
- The latest evaluation demonstrating progress for families in the programme
- Activity to move troubled families towards employment
- Progress towards investment from partners to support the sustainability of the of the troubled families programme.

Recommendations

Members are requested to note the progress made with the troubled families programme.

Wards Affected: All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If committee would like a copy please contact one of the contact officers above.

1.0 Introduction

1.1 The purpose of the report is to provide an update on the Community Budget and Troubled Families work as requested by this Committee, namely;

- The roll out of the Troubled Families model across the city (Phase 3)
- The latest evaluation demonstrating progress for families in the programme
- Activity to move troubled families towards employment
- Progress towards investment from partners to support the sustainability of the of the troubled families programme.

2.0 Background

2.1 The purpose of Community Budgets and Public Service Reform is to reduce dependency on public services and improve residents' outcomes so that they can contribute to, and benefit from, growth. Public Service Reform will enable achievement of budget savings through decommissioning of services that have no evidence base of achieving the right outcomes and through longer term reductions in demand. Significant and sustainable reductions in demand will only occur if we are successful in changing the way that families behave which in turn require changes in the behaviours of our workforce to work differently with families so that they can turn their lives around and help others to do the same.

2.2 Troubled Families is one of the central themes of the public service reform agenda. Previously known as 'complex families' prior to the government's establishment of the Troubled Families Unit last year this was a central theme within Greater Manchester's Whole Place Community Budget Pilot that ended in December 2012. To support this work the Manchester Investment Fund was also established, initially made up of funding from the council, and later the Troubled Families Unit. This will incorporate further investment from partners as evidence emerges of improved outcomes and reduced demand to their organisations. It is estimated that there are between 2,000 and 4,000 troubled families and a further 3,000-4,000 families at risk of becoming complex in the city.

2.3 The justification for the programme is that in general uncoordinated spending on different schemes and agencies has not reduced the demand from troubled families or improved outcomes such as helping families to tackle their problems and progress towards work. This is also recognised nationally and the government launched the national Troubled Families Programme led by Louise Casey's Troubled Families Unit last year to provide funding and impetus to local programmes designed to work with troubled families.

2.4 Committee are reminded that The Troubled Families delivery model in Manchester is based on the following principles:

- Interventions chosen on the basis of available evidence of what works e.g. Family Intervention Project
- Interventions are integrated so that families receive a bespoke package of support that meets the needs of individual families
- Integration of services around the whole family not just individuals

- A focus on early intervention for 'at risk' families as well as support for those in crisis

These principles are supported by the existence of a Family Lead Worker who will assess the need of the family and help them navigate public services more quickly, more effectively and in the right order. Their role also helps to reduce the number of assessments for families.

A case study is attached in the Appendix as a reminder of the type of issues presented by troubled families and the support offered to families by the interventions.

2.5 Manchester's Troubled Families programme has developed over three phases:

- Phase 1 - pilot in Wythenshawe and Gorton/Longsight building evidence of the effectiveness of the New Delivery Model versus Business as Usual (BAU) through a randomised control trial (began in July 2011)
- Phase 2 - expansion to North Manchester to test the model at scale and to align to the national troubled families programme (April 2012)
- Phase 3 – using learning from phase 1 and 2 roll out the model citywide (began April 2013)

3.0 The roll out of the Troubled Families model across the city (Phase 3)

3.1 Since the programme entered Phase 3 the delivery model is now operating citywide. This means that the interventions in the programme have been scaled up so all families referred into the programme will benefit from the features of the delivery model. Local Integration Teams (Monthly meetings supporting integration that are chaired by MCC Regeneration teams that draw together key partners/services involved with Troubled Families in order to review progress and address barriers) are now established and meeting across the five Strategic Regeneration Framework areas. Around 1,500 families have been referred into the programme since the start of the programme. During this period the range interventions in the New Delivery Model (the new way we are providing services to troubled families) have been extended and troubled families is one of the areas where the impact of Behaviour Change work is being tested.

3.2 The range of interventions within the delivery model has expanded, for example:

- The delivery model now includes Probation Family workers who will target troubled families who have family members on the Integrated Offender Management programme. This is part of a resource investment by Greater Manchester Probation Trust and will test if having a Family Lead Worker used to dealing with offenders but aligned to the family interventions in the delivery model, particularly with a focus on the whole family, can achieve better outcomes for this group of people.
- Responding to evidence that within the troubled families cohort there are a number of young people with extreme behaviours that require therapeutic

intervention Multi Systemic Therapy has now been commissioned from Action for Children and will pick cases up from January 2014. This will also form an important part of the strategy to reduce the number of children being looked after in residential placements.

3.3 A commissioning framework for troubled families is being established following a tendering exercise so that Family Lead Workers will be able to call on the right support at the right time from high quality and good value providers, predominantly in the voluntary and community sector. In response to current barriers to effective sequencing of interventions which have been identified through the Local Integration Teams two Mental Health workers from self help services and a Community Alcohol Team worker have been commissioned on a temporary basis to support families in the programme.

3.4 Most families on the programme engage well with the interventions and it is a vital skill of the family lead worker to encourage families to engage. Where this starts to slip however the use of sanctions is important. With that in mind the programme has been developing a sanctions framework which will set of the options available to Family Lead Workers. It will be used to help establish commitment from partners to see through and execute sanctions where they are appropriate. For example, troubled families impacted by the housing benefit cap who apply for discretionary housing payment from January will be expected to engage with the intervention. This will be monitored via the programme and Revenues and Benefits.

3.5 Troubled Families is also a key element of the work being undertaken to influence behaviour change in residents in order to reduce dependency. The troubled families model starts from the position of "You're experiencing difficulties, how can we help you to turn your life around?", Troubled Families workers report that feedback from service users is that this is often the first time they have experienced this partnership approach and have become accustomed to "experts" telling them what they need to do. The troubled families approach focuses on getting to the root causes that underlie presenting issues and work with families to enable them to tackle challenges in bite sized chunks. Workers are taught, and teach the families who they work with, evidence-based tools and techniques. They celebrate small successes with families to incentivise them to carry on even when things get tough. A group of families who have successfully come through the troubled families programme now meets on a regular basis to support each other. We are proactively engaging with this Succeeding and Achieving group to test their ability to enable other families to turn their own lives around through peer to peer influence. The full evaluation of this work and recommendations are due in March 2014

3.6 At a Greater Manchester level the Troubled Families Programme has sought to balance areas of work that if tackled at a GM level could provide added value to the progress being made on implementing local delivery models. In particular this has focused on the development of consistent delivery principles supported by a common impact and evidence toolkit which have been incorporated into all the locality models of delivery. As the programme develops the GM element will incorporate activity around workforce development, information and intelligence sharing and joint commissioning. In addition to this the GM programme will support the development of investable propositions within localities as well as developing a GM investable

proposition to support negotiations with partners operating at a GM rather than local level.

4.0 The latest evaluation demonstrating progress for families in the programme

4.1 The latest evaluation from July covered a total of 490 families who have been through the delivery model in the phase 1 and 2 areas and who have had at least 6 months intervention.

- There were 75 families involved in Anti Social Behaviour related offending before intervention – 61 of these stopped ASB offending (gross change is 81% reduction),
- There were 118 offending families before intervention - 83 stopped offending (gross change is 70% reduction)
- 264 families had Children flagged as 'Persistent Absence' - 92 families had flag removed (gross change is 35% reduction)
- 177 families had Children with 'Fixed Term Exclusions' before intervention - 76 had no more post intervention (gross change is 42% reduction)
- 240 families had council tax arrears before intervention - 36 reduced or cleared their debt. There were no new incidence of arrears from other troubled families we were working with (reduction of 15%)
- 62 families had approached homelessness services before intervention - 49 made no repeat visits (gross change is 79% reduction)
- 466 families were out of work before intervention - 15 families gained employment and stopped claiming out of work benefits (3% reduction)

4.2 The latest evaluation also saw a refresh of the cost benefit analysis for phase 1 families which committee are reminded is part of the randomised control trial. The latest figures suggest a cost benefit ratio of 1:1.4. This reflects improved outcomes at this specific period of time. The cost benefit ratio will be subject to change as more is understood about the make up of the families in the programme replacing some of the assumptions with actual costs.

4.3 The latest Payment by Result (PbR) claim to government saw Manchester claim for 438 families, or 37% of the total number of families that are eligible for a claim at this time. This equates to a total PbR payment of £194,700 (after a fifth has been top sliced for a deemed overlap with ESF Work Programme clients, and is in addition to the £8,400 claimed in February. An updated claim will be submitted this month with the next major claim being in January 2014 when the updated set of education data around attendance and exclusions will be available. Committee are reminded that claims are made for families that may be supported by a wider range of council services than the core interventions in the Troubled Families delivery model, for example the work of the social worker may have been adequate to meet the needs of the family and achieve the results needed to claim the payment.

5.0 Activity to move troubled families towards employment

5.1 Moving troubled families from 'stability' towards 'employment' remains one of the biggest challenges for the programme. Comparatively according to the

release of the most recent Payment by Results claims Manchester is on average achieving proportionally more job outcomes for its troubled families than other Local Authorities. However, to achieve sustainable change for these families the opportunities to integrate with work and skills provision in the city need to be maximised. To help this DWP have agreed that job centre plus secondees will be allocated to troubled families programmes with the most families. Manchester has been allocated four officers who are working directly alongside the interventions to move families in the programme towards employment. This integrated approach involves providing advice to the Family Lead Workers to help them navigate the work and skills offer in the city as well as taking on a caseload to offer an enhanced and more bespoke plan to get the family into work. This support can come up at any time in the intervention with the family and within the context of the Family Lead Worker helping to address the other issues in the family. The performance is being closely tracked and monitored through the Local integration teams and the troubled families board as well as through regular dialogue with senior JCP officers.

5.2 Recognising that health can be a major barrier in getting into work the 'Fit for work' service is being commissioned in partnership with Public Health and will be targeted at some of the city's troubled families. Initially being piloted in the north of the city this provision focuses on reducing or mitigating the impact of health conditions on people finding or maintaining work. It also looks to address some of the Psychosocial risks to health e.g. financial issues, housing, relationships, lifestyle as well as providing support for health professionals and employers. This will go live in the next few weeks with Family Lead Workers as well as GPs identifying suitable people to refer into this programme.

5.3 Work is ongoing with the work programme primes to improve the offer for families who are both on the work programme and in the troubled families programme. This includes a regular ongoing review of cases in order to strengthen links between the troubled families workers and the work programme advisors, to help improve attendance at appointments, help families to avoid sanctions and improve co-case management. Recognising the fact that over hundred of the families in the programme have an individual who is on the work programme makes the integrated working of the troubled families teams and work programme primes a priority. Whilst it has taken some time, engagement with the primes has moved on a great deal during the course of the programme and is starting to have a positive impact on helping the work programme clients in the programme move towards employment.

5.4 The City Council and other Local Authorities in Greater Manchester are interested in testing the applicability of some of the key principles of the Troubled Families programme with a larger cohort of Greater Manchester residents, who are long-term unemployed with significant health and other barriers to moving into and sustaining work. To this end, the Government has recently agreed to a Greater Manchester pilot programme focussed on Employment Support Allowance (ESA) groups exiting the Work Programme without a job outcome. This is very good news as GM will be the only place based welfare reform announced, an important precedent that reflects Greater Manchester's public service reform programme principles, and builds on the proposition development and negotiations with Whitehall over the last six months. It is of particular importance to GM because:

- It will enable us to test a more targeted delivery model for those furthest from the labour market in GM, those residents that have been failed by existing interventions, supporting more people into sustained work
- It is an important precedent for future investment decisions in welfare spending. It demonstrates that, with the right delivery, investment and evaluation model (and robust negotiations) we can secure a different deal for GM in areas that are central to our reform programme
- It will provide the evidence to inform future investment decisions, both in GM and by Whitehall
- It will test the key underpinning public service reform principles, such as family or social network based interventions, with a different cohort

5.5 Members will be aware from previous reports on Work Programme performance that very few ESA claimants have secured a sustainable job outcome through the Work Programme to date. It is anticipated that there will be circa 5,000 ESA claimants leaving the Work Programme without a job outcome over the next two years. The pilot will allow Greater Manchester authorities to test whether a wider assessment involving the whole family where necessary, the sequencing and integration of public service interventions will lead to more ESA claimants securing better employment outcomes. There will be a robust evaluation of the pilot. This will enable comparison with other national initiatives e.g. more intensive support from a JCP advisor which will be in place elsewhere.

5.6 A smaller low-skills pilot, again drawing on the lessons from the Troubled Families programme is being developed in Wythenshawe. The focus here is on residents where low skills is a key barrier to them securing or sustaining work, often leading to long spells on benefit or revolving in and out of work. MAES and the Manchester College are working on a common assessment which considers family and wider issues that may in the past have been barriers to learning and achievement. It is envisaged that where the learners don't meet Troubled Families criteria, a member of MAES or TMC staff e.g. guidance or youth workers will play the Family Lead Worker role. The pilot is small in scale but will be evaluated to ensure that lessons learned can be rolled out across the City and GM.

6.0 Progress towards an Investment Agreement for Troubled Families

6.1 It is recognised that in order to sustain the troubled families programme post 2015 investment is needed from partners. Whilst government currently provides some funding through the Troubled Families Unit this ends in 2014/15 and some additional investment will be required to sustain the model at its current scale. This is in line with the original principles that partners who benefit from the programme should contribute towards some of the costs.

6.2 Six Heads of Terms agreements are already in place with the Work Programme Primes, GMPT, GMPA and Job Centre Plus and Officers have been working with these organisations to review progress and move from a commitment to track the evidence to investing resources. Discussions are also being held with other partners as outlined below. The objective is to get traction with smaller scale investment in 2014/15 laying a strong foundation for more substantial contributions in

2015/16.

6.3 Discussions with Greater Manchester Police have gone well with positive results from the modelling exercise to look at a reduction in police call outs and incidents relating to families in the programme and how much resource may be released that could be invested into the programme. Similarly Greater Manchester Probation Trust are keen to commit GMPT resources in the form of the probation family workers until March 2014. Learning from this process is informing discussions with potential prime contractors that will bid to become providers of probation services from 2015 following the Ministry of Justices' reform – "Transforming Rehabilitation".

6.4 Manchester College on the back of some very positive results for their students whose families are in the programme are also keen to commit resources in the form of prioritising course places for troubled families and offering additional support in the community to students who are part of troubled families. They are also keen to understand how the college could benefit from reduced spend and look to invest in the programme in the future.

6.5 As part of the next phase of engagement with partners discussions are being held with the Work Programme Primes, schools and Registered Social Landlords using evidence that has emerged so far from the programme.

6.6 Government has agreed to extend the troubled families programme post 2015 however this will be targeted at those families at risk of becoming troubled families and access to the payment by results monies is likely to be dependent on the ability to demonstrate reform of public services at a local level. Discussions are being held with the Troubled Families Unit on how the programme may operate in practice.

7.0 Conclusion

The Troubled Families Programme is making some good progress in terms of the number of families that have been engaged, the positive outcomes that have been achieved so far and in terms of discussions around investment to support the sustainability of the programme. The biggest challenge in terms of achieving lasting change for families is moving them off benefits and into work. However the efforts to integrate troubled families with the work of Job Centre Plus through the secondees, the improving engagement with the Primes and ultimately the pilot programme in Greater Manchester targeting ESA claimants exiting the Work Programme puts us in a strong position to tackle this.

Appendix

Case Study

The family of four (Mum, Son aged 19, Son aged 12 and Daughter aged 9) were referred into the Family Intervention Project by an Education Case worker. The referral came as a result of the ongoing challenging behaviour of the youngest son who had been excluded from school and was now in the Pupil Referral Unit as well as the significant debt issues being experienced by the mother who was at risk of eviction due to not paying her rent and had received a court summons for her debt. The 19 year old son had just been returned home after serving an 18 month custodial prison sentence for selling Class A Drugs and was on probation. His return to the family home had a massive impact on the family dynamics with relationships breaking down and the younger son starting to engage in Anti Social Behaviour. Both the mother and eldest son were out of work.

During the course of the intervention the FIP worker took a view of the whole family and liaised closely with other agencies including the Registered social landlord, the education caseworker and the probation officer. The FIP worker took immediate action to address the mother's debt issues through a referral to the Money mentors service and helped negotiate a repayment plan with the Registered Social Landlord so that the family avoided eviction. The youngest son was referred to 42nd street to help address his extreme behaviour and has made significant progress. Recognising the negative impact the eldest son's return to the family home had the FIP worker engaged closely with the probation officer and supported the 19 year old son to attend his appointments. Together they were able to get him re-housed and help him build positive relationships with the family. They also got him in contact with World Wide Volunteers which helped him get involved in football coaching. He completed his license and has gone from strength to strength and has now got a job as a Waiter in Manchester city centre.

The progress made with this family means that the Family Intervention Project has now closed the case and it has been picked up by the less intensive Assertive Outreach service who continue to build on the improvements already made. They are now focussed on supporting the mother to find work and helping maintaining the behaviour of the younger son. It is anticipated that if this progress continues the family will be in a position to sustain the changes they have made and live independently.